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ABSTRACT

This 26th annual report summarizes recent activities in Ohio that were provided by Chapter 1 of the Elementary and Secondary Education Act. Chapter 1 authorizes a federally funded compensatory program for several groups of educationally disadvantaged children. Initial discussion explains the Chapter 1 services provided by Ohio's public school districts and gives a statistical overview of the program for 1987-1991. More detailed information is given on: (1) statistics for fiscal 1991; (2) participation trends; (3) instructional areas, including the impact of reading and mathematics instruction; (4) expenditure patterns; (5) staff positions; (6) in-service education; (7) parent involvement and Parent Advisory Councils; and (8) a summary of successes. Additional information on special programs covers migrant children, children with disabilities, and neglected or delinquent children. The statistics show that the program helps children become successful learners and that its supplemental services have a beneficial impact. Thirty-four tables supplement the text. (LB)

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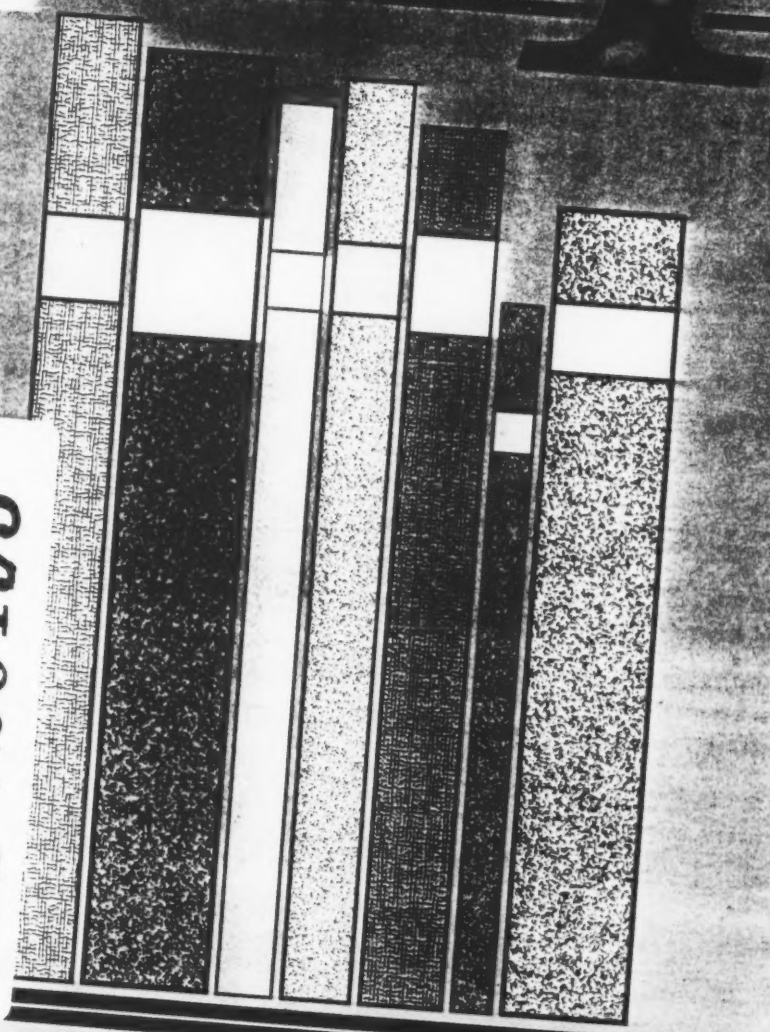
Chapter 1 in Ohio



Elementary and Secondary Education Act

26th Annual Evaluation Report

Fiscal 1991

PS 020195

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Chapter 1 in Ohio

Elementary and Secondary Education Act
26th Annual Evaluation Report

Fiscal 1991

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Chapter 1 Helps Children

This 26th annual report summarizes recent activities provided in Ohio through Chapter 1 of the Elementary and Secondary Education Act. Information presented includes statistics for fiscal 1991 (the 1990-91 school year and the summer that followed), participation trends, instructional impact, expenditure and staffing patterns, parent involvement, and five-year trends.

Chapter 1 authorizes a federally funded compensatory program for several groups of educationally disadvantaged children. The legislation directs that priority educational needs of these children be identified and programs designed to provide appropriate supplemental instruction.

Basic provisions of Chapter 1 are funded on the premise that areas with high concentrations of low-income families also have high concentrations of children who are educationally disadvantaged. Public school districts are allocated funds to provide supplemental instruction for these students.

Special provisions of Chapter 1 recognize a federal responsibility to improve the educational opportunities available to the children of migratory agricultural workers. The legislation channels funds through state departments of education for distribution to school districts where influxes of migrant children occur.

Special provisions of Chapter 1 also recognize the need for supplemental instruction to help handicapped, neglected, or delinquent children who attend school in state-operated facilities.

Chapter 1 in Ohio is administered by the Ohio Department of Education's Division of Federal Assistance and Division of Special Education.

Pages 3 to 16 explain the basic Chapter 1 services provided by Ohio's public school districts. Statistics for the current year and five-year trends clearly indicate that this program helps children become successful learners.

Pages 17 to 26 describe the special Chapter 1 services provided for the children of migratory agricultural workers and handicapped, neglected, or delinquent children being educated in state agency schools. Here also the statistics indicate the beneficial human impact of the supplemental services provided through federal aid to education.

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Basic Programs

Nearly all school districts in Ohio qualify for Chapter 1 funds and, except for a few with small allocations, most participate. In fiscal 1991, a total of 611 of 613 districts operated Chapter 1 programs.

The allocation for each school district is based on a formula dependent on the number of children aged five through seventeen residing in the district who are

- From low-income families, based on census data.
- From families receiving Aid for Dependent Children.
- In institutions for neglected or delinquent children.
- In foster homes in the district.

Grant awards to school districts for basic programs for the last five years total over $687,000,000. Grant awards fluctuate from year to year according to the federal handicapped-child count.

Chapter 1 is *forward funded* — the money approved for the fiscal year that begins in October is available for use during the school year that begins the next September. Provisions are also made for funds to be carried over and used the following year.

The rationale for forward funding and carryover is to provide school administrators with the flexibility needed to employ staff on a timely basis and to adjust to changes that occur during the school year.

All basic program statistics that appear in the last three columns of Table 1 relate to actual expenditures rather than grant awards.

Table 1
Five-Year Trends: Chapter 1 Expenditures

Fiscal Year	Grant Award	Current Funds	Carryover Funds	Total Expenditures
1987	109,122,668	100,806,094	13,907,213	114,713,307
1988	124,756,042	116,037,825	14,180,488	130,218,313
1989	137,667,582	128,613,251	14,523,066	143,136,317
1990	137,407,671	127,341,555	13,973,538	141,315,093
1991	165,715,770	149,370,147	8,820,119	158,049,275

Student Participation

Most Chapter 1 activities in Ohio are conducted during the regular term, and over half are directed toward serving children in grades one through three (see Table 2.) The 611 school districts providing Chapter 1 instruction during the regular term served 150,291 students. The 16 districts having summer-term instruction served 2,212 students. Of these students, 816 participated both terms.

Table 2
Student Participation

	Regular Term		Summer Term		Either or Both Terms	
Grade Ranges	Participants	Percent	Participants	Percent	Participants	Percent
Prekindergarten	2,827	2%	24	1%	2,851	2%
Kindergarten	11,949	8	98	4	12,047	8
Grades 1–3	93,102	62	583	26	93,685	61
Grades 4–6	34,499	23	292	13	34,791	23
Grades 7–9	6,241	4	275	13	6,516	4
Grades 10–12	1,671	1	940	43	2,611	2
Totals	**150,291**	**100%**	**2,212**	**100%**	**152,501***	**100%**

*Indicates 816 served in both regular and summer terms.

The grade level with the most participants was grade one with 42,521 students. Grade two ranked second with 28,383. Grades three and four followed with 22,198 and 15,055, respectively.

Very few school districts provide Chapter 1 services at the secondary level. On a combined basis, less than 6 percent of all participants in fiscal 1991 were in grades seven or above. The lower percentages of older students do not mean that there are no educationally disadvantaged secondary students. Instead, they indicate that priorities have been established in line with local needs assessment and current levels of funding.

Private school students who meet the selection criteria and who reside in qualified attendance areas are included in the planning for basic Chapter 1 programs and are provided with appropriate services. In fiscal 1991, a total of 6,838 private school students received Chapter 1 instruction.

The U.S. Supreme Court ruled in 1985 that Chapter 1 teachers cannot be sent into church-related private schools to provide instruction (see Table 3). This ruling, *Aguilar v. Felton*, does not negate the portion of Chapter 1 law that requires a school district to consider the needs of private school students when planning its program.

Table 3
Private School Students

Grade Ranges	Participants	Percent
Prekindergarten–Grade 3	4,608	67%
Grades 4–6	1,760	26
Grades 7–12	470	7
Totals	**6,838**	**100%**

Public school administrators in Ohio responded quickly and effectively to this decision. Of the 152,501 students served in fiscal 1991, over four percent were enrolled in private schools. This is similar to the percentage served annually prior to the Supreme Court ruling.

Most private school students were served in conveniently located mobile units (see Table 4). The remainder walked or were transported to public schools or neutral sites.

Local school districts receive extra Chapter 1 funds to help students who reside in homes for neglected or delinquent children. In fiscal 1991, a total of 4,802 students were served.

Table 4
Instruction for Private School Students

Mode of Service	Number of Participants	Percent of Participants
Mobile units	6,416	94%
Public schools	151	2
Neutral sites	271	4
Totals	**6,838**	**100%**

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Instructional Areas

Instruction in reading is almost always identified as the most crucial area of need. First priority for participation is given to children most in need of additional help. A total of 131,639 students received reading services in the regular term and 1,496 in the summer term.

The usual procedure is for five or so students to leave their regular classroom for about 30 minutes a day to meet separately with a Chapter 1 teacher. Instruction is geared to a level where each child can be successful.

Mathematics, the second-ranked area of need, is usually conducted in a small-group setting similar to that for reading. A total of 21,847 students participated during the regular 1990-91 school year and 896 in the summer.

In a few instances, the district identifies a need for prekindergarten. As Table 5 indicates, 2,827 children under five were involved during the 1990-91 regular term.

Table 5
Instructional Areas

	Regular Term		Summer Term	
	Participants in Area	Percent of All 150,291 Participants	Participants in Area	Percent of All 2,212 Participants
Reading	131,639	88%	1,496	73%
Mathematics	21,847	15	896	66
Prekindergarten	2,827	2	24	2
Language Arts	2,559	1	69	2

Language arts was offered to 2,559 students during the regular term and to 118 students in the summer term.

Percentages of participants in each instructional area provide a perspective beyond that of numbers. Eighty-seven percent of the 150,291 regular-term participants received reading instruction. During the summer term, 68 percent of the 2,212 participants were in reading. The difference in percentage of youngsters served is especially great in mathematics. Note that only 15 percent were served in the regular term, while 41 percent received mathematics instruction in the summer.

Through the years, the extra instruction provided by Chapter 1 and Title I has emphasized improvement of basic reading and mathematics skills. Percentages of all participants involved in these and other instructional areas reflect this trend.

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Impact of Reading Instruction

To evaluate the effectiveness and impact of Chapter 1 reading instruction, each local school uses standardized tests to check students' skills with a pretest and a posttest. Differences in test scores are reported in normal curve equivalent (NCE) units (see Table 6).

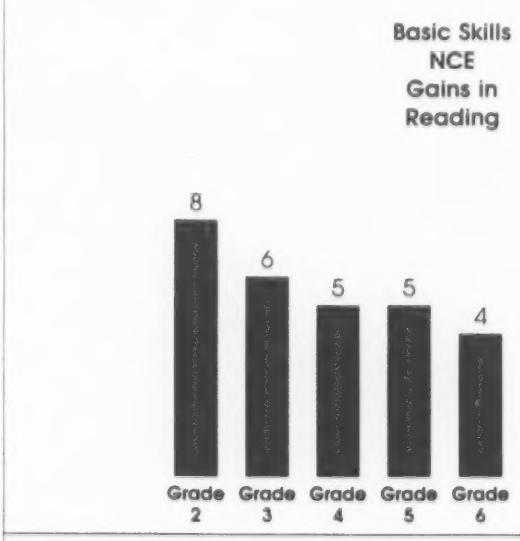
The NCE system of reporting measures academic gains that can be attributed to extra instruction provided by Chapter 1. To interpret the data, the reader should understand the following:

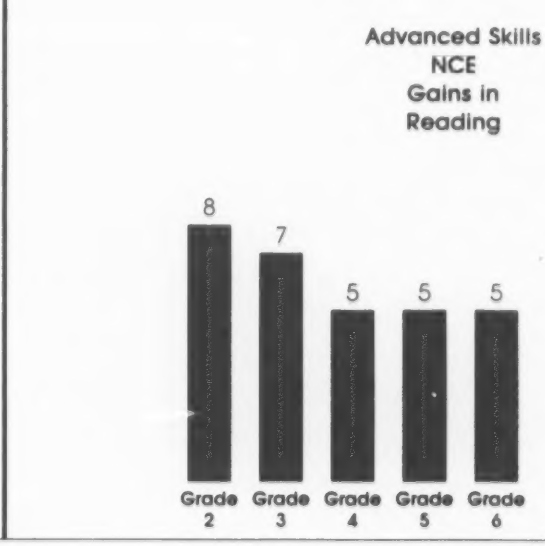
- Scores are reported for only those students who take both the pretest and posttest. Scores are converted to NCEs and composited to the state level.
- With only regular classroom instruction, children are expected to maintain their own position relative to other children in the class — that is, make no NCE gains.
- With the extra Chapter 1 instruction, children are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular classroom instruction. A gain of 1 NCE is considered significant.

This extra instruction helped over 131,000 youngsters in Ohio improve their reading skills.

During the past five years, average gains for all grade levels combined have consistently been above the 1 NCE considered significant. The fiscal 1991 average NCE gains for grades 2-6 were 2.64 in basic skills and 2.95 in advanced skills. These gains are especially impressive since Chapter 1 serves only those children who score the lowest through the multicriteria selection process.

Table 6
NCE Gains in Reading





Gains reported for grades 2-6 reflect a spring-to-spring testing cycle.

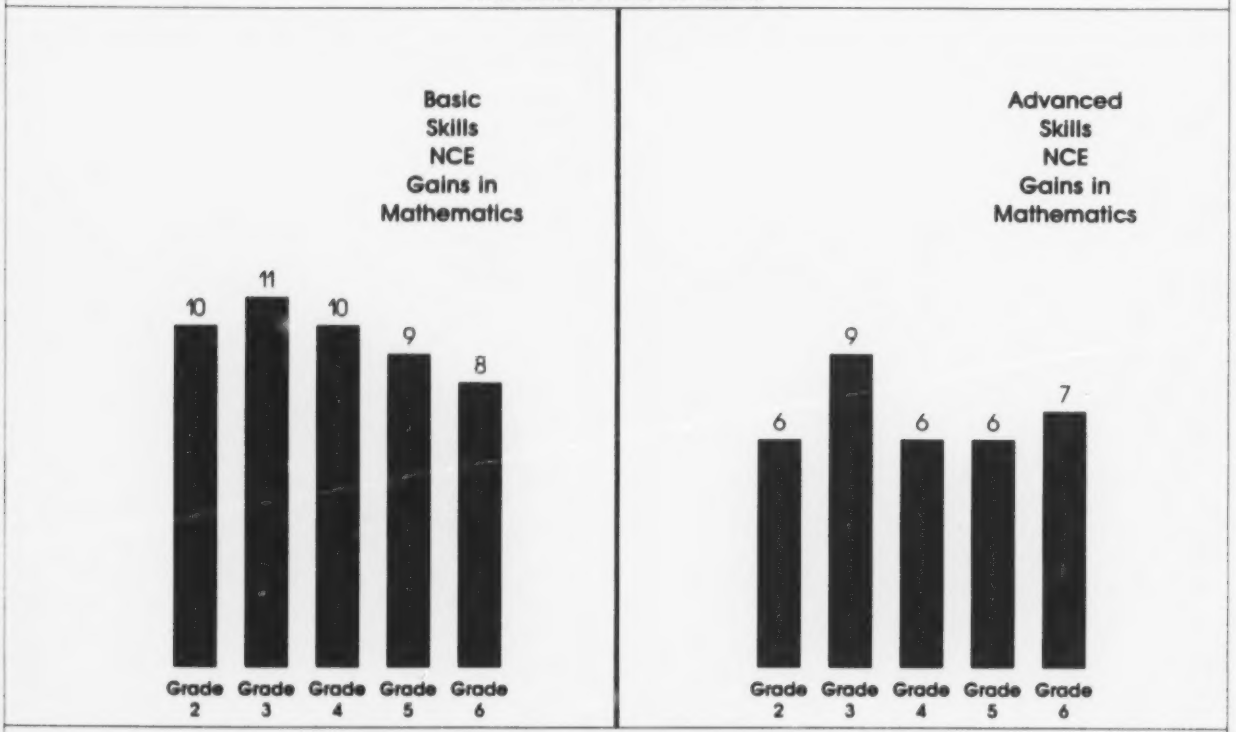
Impact of Mathematics Instruction

Results on standardized tests are also used to evaluate the effectiveness of Chapter 1 mathematics instruction. The system for reporting is the same as that used for reading (see Table 7).

As 1991 gains in mathematics are studied, keep in mind that there were only 21,847 regular-term participants in this area compared with 131,639 in reading. The fiscal 1991 NCE gains for grades 2-6 were 4.17 in basic skills and 2.16 in advanced skills.

During the past five years, about one of every ten participants received extra mathematics instruction. Gains tend to run higher than those for reading. Also, because of the small numbers of students involved in mathematics, gains tend to fluctuate more than in reading.

Table 7
NCE Gains in Mathematics



Gains reported for grades 2-6 reflect a spring-to-spring testing cycle.

Expenditure Patterns

People trying to understand the size and scope of Chapter 1 want to know when and how the money is spent.

The money is used for extra instruction, especially in the area of reading (see Table 8). When expenditures within the various instructional areas are viewed as percentages, the importance placed on regular-term instruction and reading is obvious. Expenditures during the summer term are more diversified, with noticeable percentage increases in mathematics and in tutorial services, primarily for neglected or delinquent children who reside in institutions.

The trend in Ohio, not only for the last five years but for the previous twenty-one, has been to concentrate expenditures on the improvement of reading skills. Secondary emphasis has consistently been on the improvement of mathematics skills. The only other areas with significant expenditures are prekindergarten and language arts.

Expenditures can also be categorized by their use for salaries and fringe benefits; instructional materials, supplies, and equipment; and supportive services. As indicated in Table 9, most of the money is used to employ teachers and aides who work directly with children. In contrast, less than one half of one percent is used for equipment and supplies.

Another way to look at Chapter 1 expenditures is by average cost per student receiving extra instruction. In fiscal 1991, the 150,291 children in regular-term activities were served at an average cost of $1,048 each. In a typical six-week summer session, the average cost for each of 2,212 students was $194.

Table 8
Expenditures by Instructional Areas

	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Reading	$115,913,442	74%	$361,602	84%	$116,275,044	75%
Mathematics	17,070,358	11	24,540	6	17,094,898	11
Prekindergarten	4,782,310	3	–	–	4,782,310	3
Extended-Day Kindergarten	10,063,328	6	–	–	10,063,328	6
Neglected or Delinquent	1,869,022	1	41,147	9	1,910,169	2
Other Services	3,917,141	2	2,215	1	3,919,356	3
Noninstructional	4,003,805	3	365	–	4,004,170	–
Totals	**$157,619,406**	**100%**	**$429,869**	**100%**	**$158,049,275**	**100%**

Table 9
Expenditures by Function Areas

	Regular Term		Summer Term		Fiscal Year	
	Expenditures	Percent	Expenditures	Percent	Expenditures	Percent
Salaries and related costs	$147,678,158	94%	$381,136	89%	$148,059,294	94%
Instructional materials, supplies, and equipment	6,264,253	4	29,896	7	6,294,149	4
Supportive Services	3,676,995	2	18,837	4	3,695,832	2
Totals	**$157,619,406**	**100%**	**$429,869**	**100%**	**$158,049,275**	**100%**

Staff Positions

Table 10
Full-Time Staff Equivalents by Position

Staff Positions	Regular Term	Summer Term
	Full-Time Equivalent	Full-Time Equivalent
Teachers/tutors	3,326	38
Teacher aides	842	4
Coordinators, supervisors, directors	252	2
Clerical staff	83	1
Other supportive staff	55	1
Totals	**4,558**	**46**

Ninety-four percent of all Chapter 1 expenditures in 1991 were for salaries and related costs. Who received these salaries and what services did they provide to students? An overview of staff positions in Table 10 provides a general answer.

A total of 3,326 teachers, some of whom worked as tutors, were employed during the regular term, and 38 worked during the summer.

Chapter 1 teachers are sometimes assisted by aides. In 1991, 842 aides assisted Chapter 1 teachers during the regular term. In the summer, 4 aides were employed.

During the regular term, 91 percent of the full-time equivalent positions were filled by teachers, tutors, and aides who worked directly with children. In the summer, 91 percent of the positions were filled by teachers, tutors, and aides.

The overall effectiveness of Chapter 1 depends on concentrated, direct instruction of children. The average regular-term teacher met with 45 children per day, with five per class. During the summer, when morning-only sessions are typical, the average teacher met with 16 to 48 children per day, with four to twenty-four per class.

Inservice Education

The teachers, aides, and others who are responsible for helping Chapter 1 participants become successful learners need to renew or upgrade their skills periodically. For this reason, even though many Chapter 1 teachers have master's degrees and numerous years of successful teaching experience, inservice education is considered an important Chapter 1 activity.

In 1991, a total of $608,626 was used to provide inservice education. Staff members who worked with Chapter 1 participants had the opportunity to improve their skills and understanding through these inservice activities.

In some instances, inservice is provided by the local district. In many counties and multicounty areas, districts work together to provide more comprehensive inservice education.

Parent Involvement

The major goal of all parent involvement related to Chapter 1 is improved student achievement. As would be expected, types of involvement are varied (see Table 11). A very important type, parent advisory council membership, is discussed separately in this report.

Parents of all Chapter 1 participants are also encouraged to meet with Chapter 1 teachers to discuss the progress and learning problems of their children. Classroom teachers are sometimes invited to participate in the same conference to provide a more coordinated approach to helping the child.

Many parents visit their child's Chapter 1 class; help make instructional games for use at home; attend meetings with guest speakers; or help out as volunteer tutors, aides, or monitors.

Teachers in some districts visit homes to encourage parent involvement and to gain a better understanding of the needs of individual children.

In fiscal 1991, nearly 109,428 parents of Chapter 1 students were involved in one or more of the types of activities included in Tables 11 and 12.

Table 11
Types of Parent Involvement

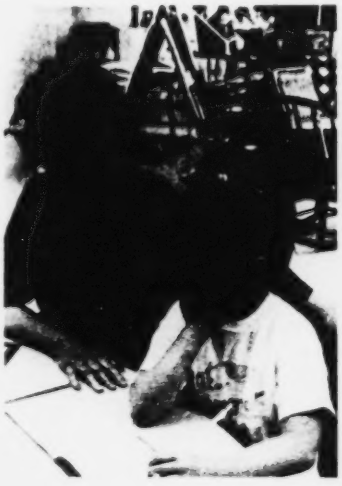
	Parents*
Individual conferences with Chapter 1 staff members	135,757
Classroom visits by parents	43,605
Group meetings (in addition to council meetings)	50,111
Planning (in addition to council meetings)	24,743
Home visits by Chapter 1 staff members	10,096

*An estimated total of 109,428 parents of Chapter 1 students were involved one or more times in the listed activities.

Table 12
Five-Year Trends: Types of Parent Involvement

Fiscal Year	Individual Conferences	Classroom Visits	Group Meetings*	Planning*	Home Visits
1987	101,798	30,706	29,765	7,115	7,391
1988	102,013	30,603	37,808	12,522	7,264
1989	110,196	35,560	41,252	15,373	8,251
1990	111,749	40,998	46,060	20,938	8,614
1991	135,757	43,605	50,111	24,743	10,096

*In addition to council meetings



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Parent Advisory Councils

Chapter 1 regulations require school districts to convene an annual public meeting for the purpose of explaining activities and programs to the parents of eligible children. Districts may provide reasonable support for additional parent activities.

Chapter 1 legislation dropped the restrictive requirements of its predecessor, Title I, for formal school and district councils. However, many districts in Ohio continued school councils as locally designed organizations (see Table 13). District councils were kept in many districts, but without rigid requirements. Thus, members and school administrators were able to modify their procedures to suit local needs better.

Involvement of parents in an advisory role significantly increased the effectiveness of Chapter 1. Typical activities of school council members included working on committees, observing in classrooms, organizing activities for other parents, and working as volunteers.

At the district level, council members were likely to discuss and recommend ways to improve the district's Chapter 1 activities as they relate to the needs of children, help arrange districtwide or countywide meetings for parents of all Chapter 1 participants, or assist with exchanges of information through newsletters or tours of Chapter 1 classrooms.

During fiscal 1991, a total of 2,186 advisory council meetings were held at the school level, where membership totaled 14,381. District advisory council membership totaled 4,022. In addition to local school and district meetings, council members were encouraged to organize and attend county or multidistrict meetings.

During the past five years, membership on district advisory councils has averaged 3,500 yearly (see Table 14). Although the number of persons who officially serve as district council members has been declining, the total number of parents involved in Chapter 1 activities is quite high.

One of the main reasons for the successful involvement of parents is that Chapter 1 teachers and school principals have reached out to them and convinced them that they can make important contributions to their children's academic achievement.

Table 13
Council Membership

Types of Council Membership	School Councils	District Councils
Parents of public school participants	13,955	3,707
Parents of private school participants	426	315
Totals	**14,381**	**4,022**

Table 14
Five-Year Trends: Council Membership

Fiscal Year	School Councils	District Councils
1987	17,628	3,554
1988	11,190	3,174
1989	13,189	3,206
1990	16,006	3,838
1991	14,381	4,022

Chapter 1 Basic Programs: Summary of Successes

Chapter 1 helps children! Evaluation data gathered in local school districts and compiled at the state level clearly indicate that thousands of children are helped each year. The following list provides supportive evidence and a summary of Chapter 1 operations during fiscal 1991 (the 1990-91 school year and the summer that followed).

- Of Ohio's 613 school districts, 611, or 99 percent, conducted Chapter 1 programs.
- Local school districts spent a total of $158,049,275 in Chapter 1 funds to provide extra instruction for 152,501 educationally disadvantaged children.
- Most Chapter 1 activities were in the regular school term, during which over 98 percent of the participants received instruction and most of the expenditures were made.
- Ninety-five percent of the students receiving Chapter 1 instruction were in grade six or below. The greatest concentration of pupils, 71 percent, was in grades one through four.
- Highest priority for Chapter 1 services is given to reading. Over 88 percent of all regular-term participants and 84 percent of all summer-term participants received instruction in this area.
- Chapter 1 participants are making significant achievement gains. Average NCE gains in reading and mathematics are significant in both basic and advanced skills.
- Seventy-four percent of all expenditures for the year were directed toward reading instruction. Next in money expended were mathematics and prekindergarten, with 11 and 3 percent, respectively.
- Ninety-four percent of all expenditures for the year were for staff salaries and related fringe benefits.
- School districts hired 3,326 teachers or certified tutors, on a full-time equivalent basis, to instruct Chapter 1 participants during the regular term. During the summer term, districts hired 38 teachers or tutors on a full-time equivalent basis.
- Parent advisory councils were an integral part of Chapter 1. A total of 4,022 people served on district councils and 14,381 were on building councils.

Several reasons for the success of Chapter 1 are apparent:

- Provision of concentrated instructional services for selected educationally disadvantaged children
- Emphasis on needs assessment and diagnostic-prescriptive instruction
- Concentration on improvement of reading, mathematics, and language arts skills
- Coordination with classroom instruction
- Reliance on school principals as instructional leaders
- Support by local boards of education with additional funds for Chapter 1 purposes
- Meaningful involvement of parents

Summary of Successes, continued

This program is working in Ohio, but much more must be done if the instructional needs of eligible children are to be met in the future. The following courses of action by school administrators are recommended:

- Continue to use available funds prudently.
- Encourage teachers, principals, and parents to work together to plan and carry out Chapter 1 instructional activities.
- Urge teachers to continue to develop personalized instructional plans for each Chapter 1 participant.
- Seek ways to motivate more children to improve their reading, mathematics, and language arts skills.
- Continue to involve parents in meaningful activities.
- Convince legislators, educators, and the public through effective publications, audiovisual presentations, and speaking engagements that Chapter 1 helps children.

Concerned parents, educators, and other community leaders must also convince the President, members of Congress, and other government officials that

- Chapter 1 helps thousands of children annually to improve their reading and mathematics skills and to be successful in school.
- Much remains to be done to help thousands of additional educationally disadvantaged children each school year.
- Children who are not helped to master basic academic skills are more likely to end up on unemployment and welfare rolls in the future and cost more in tax dollars instead of less.
- Local public school districts and states cannot solve educational problems alone. Federal aid for areas of special need is essential.

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Special Programs

Special Programs for Migrant Children

Educational programs for children of migratory agricultural workers are currently funded through special provisions in Chapter 1 of the Elementary and Secondary Education Act.

Annual grant awards to the state are based on a count of children ages 3-21 and the number of days they are in Ohio. Recruiters locate families as they move from state to state and community to community, register the children and have information about them sent to the national Migrant Student Record Transfer System, and tell parents about the educational services provided through Chapter 1.

Three main crops (pickles, tomatoes, and sugar beets) and truck farming attract workers and their families to Ohio. School districts, primarily in northwestern and western parts of the state, that anticipate influxes of migrant students apply to the Ohio Department of Education for funds. Allocations and budgets are based on the number of students expected and the services to be provided (see Table 15). If enrollments run higher or lower, adjustments are made. The number of students who enroll each year fluctuates with labor demands and weather conditions, such as the rainy spring and dry summer experienced in the last few years.

A few migrant families arrive in Ohio in time for spring plowing. The greatest influx is during June, July, and August. Many families stay until the first frost in late September or early October.

Between 50 and 60 percent of the migrant youngsters receiving Chapter 1 instruction are usually enrolled in grades one through six. From 20 to 25 percent are typically in kindergarten, preschool, or summer daycare. The remainder are in grades seven through twelve.

Instructional emphasis is on helping younger children develop English language skills. Oral language, in particular, is stressed because many of the children are predominantly Spanish-speaking. Improvement of reading and mathematics skills is also emphasized. The typical student often receives instruction in more than one subject area, especially during the summer.

At the secondary level during the spring and fall, migrant students have the same course choices as local students. Chapter 1 migrant funds are used primarily to provide teachers for tutoring, as needed. During the summer, both academic and vocational subjects are offered. Several school districts schedule summer evening classes so that older students can both work and attend school.

Table 15
Districts, Participants, and Funds

Fiscal Year	Grant Award	Districts	Participants
1987	1,297,904	23	2,854
1988	1,350,587	22	2,956
1989	1,265,375	22	2,670
1990	1,327,439	21	3,094
1991	1,342,827	22	2,773

Eighty-seven percent of the funds for migrant education is used for staff salaries and fringe benefits (see Table 16). Because of the nature of migrant education, supportive services are necessary. During the summer months, pupil transportation, health services, and food services are provided. Other supportive services include student recruitment and transmission of health and educational information to the Migrant Student Record Transfer System.

Table 17 indicates numbers of instructional, administrative, and supportive staff employed on a full-time equivalent basis.

Parent involvement is required by law. Types of involvement include school and class visits, conferences with teachers, and parent advisory council membership (see Table 18).

Table 16
Expenditures by Function Areas

Function Areas	1987	1988	1989	1990	1991
Salaries, fringe benefits	83%	88%	91%	92%	87%
Instructional materials, supplies, equipment	1	3	2	2	2
Other services	14	9	7	6	10

Table 17
Full-Time Staff Equivalents by Position

Staff Positions (Full-Time Equivalent*)	Regular Term	Summer Term
Teachers	34	77
Teacher aides	13	68
Directors, coordinators	5	12
Transfer record clerks	11	10
Recruiters	13	11
Transportation personnel	–	24
Food service workers	–	13
Custodians	–	11

*For number of weeks respective programs were in operation

Table 18
Parent Involvement

Term	Average Percent of Parents	Number of Parents
Fall 1990	45%	493
Summer 1990	55	636
Spring 1991	49	103

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Chapter 1 for Migrant Children: Summary of Successes

Fiscal 1991 highlights and successes of migrant education in Ohio include the following:

- About 90 percent of the 2,773 participants were interstate travelers, most from Texas or Florida. The parents of about 6 percent were former migrants who have permanently settled in Ohio within the last five years. The remainder were from families that traveled within the state to obtain agricultural employment.
- During the summer months when regular schools were not in session, districts operated special migrant schools.
- In the spring and fall, both elementary and secondary migrant children spent most of the day in regular classrooms. Those who needed extra assistance were "pulled out" for supplemental instruction that was tutorial in nature.
- Six districts enrolling over 125 migrant students each during the summer were Willard, Elmwood, Findlay, Fremont, Lakota, and Woodmore. Five districts — Fremont, Eastwood, Gibsonburg, Willard, and Woodmore — served 100 or more students in the fall.
- One district, Toledo, provided a year-round program.
- Three districts — Lakota, Vanguard, and Woodmore — conducted evening classes for high school and junior high students.
- Ohio and Texas educators are continuing their efforts to coordinate the instruction and services available to both high school and junior high students.
- The migrant education center at Fremont provided consultant services, developed instructional and recruitment materials, and distributed media resources.
- State-sponsored workshops were held for various groups, including administrators, teachers, transfer-record clerks, and recruiters. The most comprehensive inservice effort was a three-day English-as-a-second-language workshop for teachers.
- Ohio's terminal for the Migrant Student Record Transfer System continued to send and receive information about migrant children living in Ohio.
- The migrant education center at Fremont, in cooperation with several state, local, and private agencies, sponsored a mobile health fair. Health screenings were provided to approximately 1,000 migrant children and their parents.

Special Programs for Children With Disabilities

Another of the three special sections of Chapter 1 provides supplementary funds to meet important educational needs of students with disabilities in state-operated and state-supported schools. In Ohio, during each of the past five years, an average of 1,353 children have received educational assistance through this source of federal aid (see Table 19).

Table 19
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Awards
1987	99	4,651	4,393,710
1988	97	4,274	4,149,006
1989	93	4,075	3,844,332
1990	92	4,932	4,699,538
1991	90	3,834	4,347,487

Grant awards are based on annual child-count data and reflect declining enrollments in state-operated schools. Funding levels during the past five years have been sufficient for school officials to provide concentrated services for the children selected for Chapter 1 participation.

In fiscal 1991, a total of 3,834 students with disabilities were provided Chapter 1 services in the following types of special-purpose schools:

- Eighty-four schools operated by county boards of mental retardation and developmental disabilities served 3,581 youngsters.
- Two schools in residential developmental centers administered by the Ohio Department of Mental Retardation and Developmental Disabilities served 14 children.
- Two schools within psychiatric hospitals operated by the Ohio Department of Mental Health served 54 emotionally disturbed children.
- Two residential schools administered by the Ohio Department of Education — the Ohio State School for the Blind and the Ohio School for the Deaf — served 185 students.

Ninety-three percent of the students with disabilities in Ohio who received Chapter 1 services were enrolled in county-operated schools (see Table 20). The others attended school on the premises of the state facility where they permanently or temporarily lived.

Table 20
Participants by Type of School

Type of School	1987	1988	1989	1990	1991
County Boards of Mental Retardation and Developmental Disabilities	4,205	3,849	3,671	4,640	3,581
Mental Retardation and Developmental Disabilities Centers	33	36	38	23	14
Mental Health Hospitals and Centers	173	148	90	54	54
Ohio School for the Deaf	129	135	141	141	130
Ohio State School for the Blind	111	106	135	74	55
Totals	**4,651**	**4,274**	**4,075**	**4,932**	**3,834**

Special Chapter 1 funds for students with disabilities are used to provide educational services that supplement those provided by state and other federal funds. An assessment of instructional needs frequently leads to a provision of services for children who are under or above the traditional school ages of six through 17. Note in Table 21 that from 34 to 43 percent have been age five or under.

Ninety-eight percent of all funds made available in fiscal 1991 through state agency provisions of Chapter 1 for students with disabilities were used for instructional salaries, fringe benefits, or contracted personal services.

Instructional activities and services for students with disabilities are quite diversified. The types of teachers, specialists, and aides employed and the number of children they serve indicate instructional priorities (see Table 22).

A way to look at the trend in program priorities is to focus on the percent of all Chapter 1 participants served in each instructional area (see Table 23). Fluctuations in percentages tend to reflect shifts in the types of children served and the availability of other funding sources.

Table 21
Five-Year Trends: Students With Disabilities

Fiscal Year	Participants	Age Ranges		
		3-5	6–12	13–21
1987	4,651	37%	23%	40%
1988	4,274	41	20	39
1989	4,075	43	18	39
1990	4,932	35	24	41
1991	3,834	34	26	40

Table 22
Staff and Children by Instructional Areas

Instructional Areas (Rank Order by Numbers of Children Served)	Chapter 1 Staff (Full-Time Equivalent)		Children Served			
	Teachers/ Specialists	Aides	Ages 3–5	Ages 6–12	Ages 13–21	Totals
Multihandicapped	5.98	136.77	113	453	563	1,129
Adapted physical education	4.45	5.68	428	119	262	809
Preschool	2.60	39.61	549	–	–	549
Speech and Language	7.25	–	161	114	138	413
Occupational Therapy	2.83	3.17	84	64	68	216
Behavior Management	6.30	–	71	32	68	171
Prevocational Training	6.1	–	–	24	99	123
Developmental	2.0	25.15	–	46	62	108

Table 23
Five-Year Trends: Program Priorities by Percent of Children Served

Instructional Areas	1987	1988	1989	1990	1991
Multihandicapped	19%	17%	21%	40%	25%
Preschool	14	14	20	7	12
Prevocational training	15	21	10	5	3
Speech and language	13	9	8	10	9
Developmental	9	8	10	3	2
Occupational therapy	8	4	4	4	5
Behavior management	6	7	6	3	4
Adapted physical education	5	9	6	12	18
Children served in one or more areas	**4,651**	**4,274**	**4,075**	**5,111**	**4,559**

Another way to look at the impact of Chapter 1 funding on students with disabilities is through the services provided within each of the types of schools.

The schools operated by county boards served the most children, and as would be expected, their Chapter 1 services were the most diversified. Multihandicapped, preschool, and adapted physical education classes were typical priorities in fiscal 1991.

State institutions for the mentally retarded and developmentally disabled used Chapter 1 funds for staff inservice.

At the schools for hospitalized emotionally disturbed children, most Chapter 1 instruction was directed toward prevocational and career awareness orientation. Improvement of reading and mathematics skills was a secondary priority.

Students at the Ohio School for the Deaf were provided extra classroom assistance through the employment of aides and a job placement coordinator.

Chapter 1 at the Ohio State School for the Blind included mobility training, activity therapy, and improvement of daily living skills.

Because of the severity of disabilities and diversity of Chapter 1 services, statistics compiled at the state level must be generalized. As Table 24 indicates, from 81 to 86 percent of the students in all age ranges successfully achieved over one-half of their short-term objectives in fiscal 1991.

Five-year trends in student progress provide another indicator of the success of Chapter 1 services for the students with disabilities. Note in Table 25 that from 83 to 86 percent of all students achieved over half of their short-term objectives in each of the last five years.

Table 24
Student Progress
With Short-Term Objectives

Degree of Improvement	Ages 3–5	Ages 6–12	Ages 13–21	All Age Ranges
Marked improvement (80–100% achieved)	48%	32%	39%	40%
Improvement (50–79% achieved)	38	49	43	43
Little or no improvement (49% or less achieved)	14	19	18	17

Table 25
Five-Year Trends: Student Progress
With Short-Term Objectives

Degree of Improvement	1987	1988	1989	1990	1991
Marked improvement (80–100% achieved)	39%	40%	40%	38%	40%
Improvement (50–79% achieved)	45	45	46	45	43
Little or no improvement (49% or less achieved)	16	15	14	17	17

Chapter 1 for Students With Disabilities: Summary of Successes

Students with severe disabilities are successfully achieving realistic short-term objectives. Teachers and other evaluators, using both subjective and objective criteria, report that fiscal 1991 Chapter 1 funds helped eight of every ten students reach over half of the objectives set for them.

Typical achievements were such taken-for-granted skills as sitting or standing without support, toilet training, self-feeding, making intelligible sounds, and communicating with teachers and parents.

Parents are involved in decisions related to placement of the child and types of instructional services to be provided. In some instances, home training materials or teachers help parents learn ways to cope with the child's deficiencies and to reinforce skills learned at school.

Chapter 1 funds are also used to provide workshops and other types of inservice training designed to increase teacher and parent effectiveness under very challenging circumstances. In fiscal 1991, for example, the Ohio Department of Mental Retardation and Developmental Disabilities conducted inservice workshops on serving the children with multiple handicaps and improving behavior-management skills.

In summary, children with severe disabilities have a right to appropriate educational services, and Chapter 1 is one piece of legislation that addresses this need.

Special Programs for Neglected or Delinquent Children

Separate provisions of Chapter 1 also provide funds for improved educational opportunities for neglected or delinquent children who attend state agency schools. The Ohio Department of Youth Services, the Ohio Department of Rehabilitation and Correction, and the Ohio Veterans' Children's Home receive funds and conduct Chapter 1 programs.

During fiscal 1991, the Ohio Department of Youth Services used Chapter 1 funds to help 2,211 delinquent youngsters in nine schools. Emphasis was placed on additional basic skills instruction in the areas of reading and mathematics. Supportive services included language development and written communication skills.

The Ohio Department of Rehabilitation and Correction provided supplemental reading, language arts, and mathematics instruction to 148 inmates 14 to 20 years of age serving terms in two correctional institutions.

The Ohio Veterans' Children's Home in Xenia provided 210 residents with extra reading instruction, speech and language instruction, tutorial assistance, and sensory motor activities.

During the last five years, over $9,000,000 has been available to provide supplemental instruction to 10,383 neglected or delinquent children, nearly all of whom were wards of the state or the courts (see Table 26).

Table 26
Programs, Participants, and Funds

Fiscal Year	Programs	Participants	Grant Award
1987	12	1,555	1,488,281
1988	12	1,626	1,682,647
1989	12	1,782	1,780,471
1990	14	2,551	1,636,868
1991	13	2,869	2,766,036

Participation and Instructional Patterns

The number of participants served each year tends to vary in line with the number of children committed to agency care (see Table 27).

As would be expected, most students served through this special Chapter 1 program are older than students in other Chapter 1 classes. Table 28 reflects the fact that more than 40 percent of them are beyond the typical age of high school enrollees.

Though the age ranges are different, the top priority for instruction is consistently identified as improvement of basic reading or mathematics skills (see Table 29). In many instances, the students receive extra help in both areas.

Table 27
Participants by State Agency

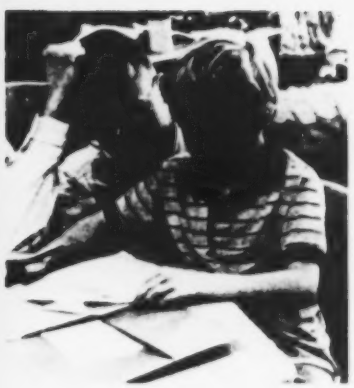
Agency	1987	1988	1989	1990	1991
Ohio Department of Youth Services	906	1,195	1,209	1,934	2,211
Ohio Department of Rehabilitation and Correction	503	301	378	443	448
Ohio Veterans' Children's Home	146	130	195	174	210
Totals	**1,555**	**1,626**	**1,782**	**2,551**	**2,869**

Table 28
Participants by Age Range

Age Range	Number	Percent
5–12	58	2%
13–17	1,569	55
18–20	1,242	43
Totals	**2,869**	**100%**

Table 29
Instructional Areas by Percent of All Participants

Fiscal Year	Reading	Mathematics
1987	62%	66%
1988	70	53
1989	67	57
1990	65	64
1991	67	65



Expenditure and Staffing Patterns

Table 30 Full-Time Staff Equivalents by Position	
Staff Positions	**Full-Time**
Teachers/tutors	34
Teacher aides	10
Supervisors/directors	3
Other	3
Total	**50**

Table 31 Expenditures by Instructional Areas					
Instructional Area	**1987**	**1988**	**1989**	**1990**	**1991**
Reading	50%	45%	66%	47%	49%
Mathematics	45	27	24	35	26
Other*	5	28	10	18	25
*Includes language arts, language development, and tutorial services					

Historically, 93 percent or more of all expenditures go for instructional salaries, fringe benefits, and personal-service contracts.

Expenditures for salaries and related costs are used almost entirely to employ teachers and aides who work directly with students. Employment patterns for fiscal 1991 are indicated in Table 30.

Expenditures can also be categorized by instructional areas. During each of the past five years, from 45 to 66 percent of all available funds were used to improve reading skills. Another 24 to 45 percent of the expenditures were for mathematics instruction (see Table 31).

Evaluation Procedures

To evaluate academic progress in reading, mathematics, and language arts, standardized tests were used in the fall and again in the spring. Differences in test scores were reported in normal curve equivalent (NCE) units.

The NCE system of reporting has been used since 1984 to measure academic gains that can be attributed to extra instruction provided by Chapter 1 for neglected or delinquent children who attend state agency schools.

To interpret the NCE gains, the reader needs to understand the following:

- Scores are reported for only those students who take both the pretest and posttest. Test scores are converted to NCEs and aggregated for all institutions.
- With only regular classroom instruction, students are expected to maintain their own position relative to other students in the class — that is, make no NCE gains.
- With extra Chapter 1 instruction, students are expected to achieve (and make NCE gains) at a faster rate than classmates who have only regular instruction. Considering the population being served, any number of NCE gains should be regarded as progress.

Gains in Reading and Mathematics

A total of 1,922 neglected or delinquent students in state agency schools received Chapter 1 reading instruction in fiscal 1991. Because dates of enrollment are often dependent on court orders and paroles or releases, the 1,052 sets of reading test scores that were generated during the norming dates specified by test manufacturers were used as a sampling group. The average gain for this group was 9 NCEs.

The same system of testing and reporting is used for evaluating academic progress in mathematics (see Table 32). A total of 1,865 students were enrolled in Chapter 1 mathematics classes, and 1,076 sets of test scores were generated for sample purposes. The average gain here was 12 NCEs.

Table 32
Five-Year Trends: Gains in Reading and Mathematics

Fiscal Year	Average NCE Gains	
	Reading	Mathematics
1987	4	12
1988	11	9
1989	9	12
1990	12	14
1991	9	12

Chapter 1 for Neglected or Delinquent Children: Summary of Successes

Most neglected or delinquent youth who are housed or confined in state facilities that operate their own schools desperately need supplemental opportunities to learn basic academic skills. They also need personalized instruction designed to overcome negative attitudes and the effects of previous school failures.

Special Chapter 1 funds are set aside to be channeled through state departments of education to correctional and rehabilitation facilities. This routing of funds assures emphasis on instruction rather than provision of more caretakers and better security.

Statistics only partially summarize the impact of this component of Chapter 1 in Ohio. Other highlights include

- Instruction funded through Chapter 1 supplements instruction provided by the state to all students educated under similar circumstances. A total of 2,869 students in 13 schools participated in fiscal 1991.
- Individual students who need extra help with basic reading or mathematics skills are identified, their academic needs assessed, and appropriate instruction provided. In fiscal 1991, a total of 1,922 Chapter 1 participants were enrolled in reading classes and 1,865 were in mathematics classes.
- Evaluation data indicate that students receiving extra reading instruction for six months or more in fiscal 1991 gained an average of 9 NCEs (the normal curve equivalent unit used to measure Chapter 1 progress). Students receiving six months or more of mathematics instruction gained an average of 12 NCEs. When analyzing NCE gains, keep in mind that most of these students were convicted felons and had poor or failing grades in previous school settings.
- Chapter 1 funds are also used to provide inservice training designed to increase teacher effectiveness under very challenging circumstances.

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State Leadership

All Chapter 1 funds are channeled through state departments of education. In Ohio, the Division of Federal Assistance administers Chapter 1 programs. One exception is that the Division of Special Education administers the component that provides funds to state agency schools for children with disabilities. A five-year financial and human impact summary (see Tables 33-34) point to steady growth of ESEA Chapter 1 in Ohio.

A staff of 15 to 18 experienced school administrators and educational consultants provides technical assistance to local districts and state agencies to ensure delivery of concentrated and effective instructional services to children.

Major services provided by the Ohio Department of Education to local school districts and to state agency schools include

- Assistance in planning and developing project proposals
- Review of project proposals received from applicant agencies
- Assistance with revision of proposals to meet federal guidelines
- Approval of project proposals
- Assistance with project implementation, program improvement, staff development, parent involvement, evaluation, fiscal accounts, reports, and dissemination of information
- Determination of allocations, disbursements of funds, and preparation of statistical and financial reports

The prinicipal means by which division staff members provide information about the various programs are office conferences; field services; meetings with local staff and parent advisory councils; state and regional workshops; and publications, audiovisual presentations, and speaking engagements.

During fiscal 1991, numerous conferences and workshops were sponsored by the Division of Federal Assistance. Major events included a statewide conference for program administrators, Chapter 1 teachers, and parents; a meeting for new Chapter 1 coordinators; several meetings for federal program directors from large districts; and various meetings for migrant education coordinators, teachers, aides, and support personnel.

Guidelines for Chapter 1 require the state educational agency to disseminate pertinent information. The Division of Federal Assistance distributes printed information about guidelines, application procedures, and a variety of promising educational practices.

State publications for fiscal 1991 included the preceding edition of *Chapter 1 in Ohio* and *The Clipboard*, a periodic report about the various programs administered by the Division of Federal Assistance.

Ted Sanders
Superintendent of Public Instruction

Raymond A. Horn
Assistant Superintendent of Public Instruction

William L. Henry
Director
Division of Federal Assistance

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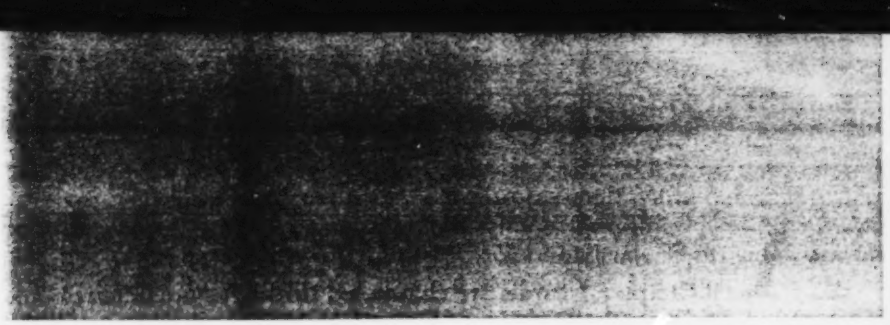


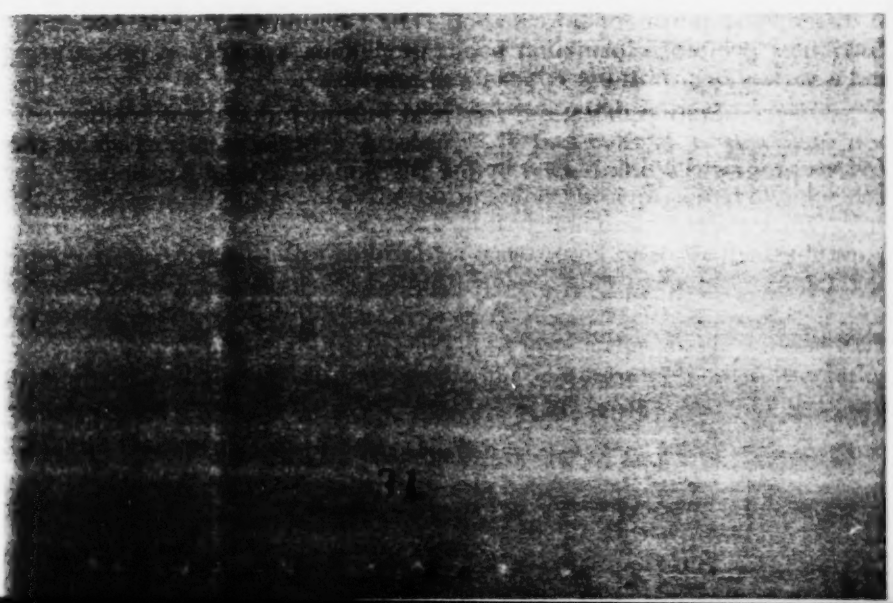
Chapter 1 in Ohio

Table 33
Five-Year Financial Summary
Grant Awards

Programs	1987	1988	1989	1990	1991
Basic	$109,122,668	$124,756,042	$137,667,582	$137,407,671	$165,715,770
Migrant	1,297,904	1,350,587	1,265,375	1,327,439	1,342,827
Handicapped	4,393,710	4,149,006	3,844,332	4,699,538	4,347,487
Neglected or delinquent	1,488,281	1,682,647	1,780,471	1,636,868	2,293,159
Totals	**$116,302,563**	**$131,938,282**	**$144,557,760**	**$145,071,516**	**$173,699,234**

Table 34
Five-Year Human Impact Summary
Number of Students Receiving Extra Instruction

Programs	1987	1988	1989	1990	1991
Basic	131,244	140,933	145,797	140,877	152,501
Migrant	2,854	2,956	2,670	3,094	2,773
Handicapped	4,651	4,274	4,075	4,932	3,834
Neglected or delinquent	1,555	1,626	1,782	2,551	2,869
Totals	**140,304**	**149,789**	**154,324**	**151,454**	**161,977**



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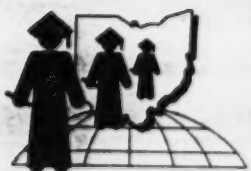

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